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ABSTRACT

An analysis is provided of three alternative solutions to the problem of overstaffed departments and underutilized faculty in the Los Angeles Community College District (LACCD). After providing a brief history and background to the staffing problems facing the district, section I examines three alternative solutions: (1) maintaining the status quo, assuming that retirements and resignations will solve the overstaffing situation without any specific action being taken to correct the problem; (2) retraining the underutilized faculty to team teach with another faculty member in a discipline where a faculty shortage exists through activities such as mentoring, continuing professional education to complete a degree, or retraining in a new field; and (3) firing the full-time faculty who are no longer needed. Finally, section I describes participants in LACCD's retraining program, who were recruited from the overstaffed Physical Education Department. Section II provides an analysis of the costs and benefits of the three alternatives, concluding that the retraining option represents a more cost-effective alternative than maintaining the status quo; and that while the firing option appears cheaper in dollars, the political and human sacrifice factors make it a costly alternative. The paper concludes with a discussion of additional concerns about the retraining program. (AYC)

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COST-EFFECTIVENESS ANALYSIS OF THE LOS ANGELES COMMUNITY COLLEGE DISTRICT'S RETRAINING PROGRAM

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PREFACE

This cost-effectiveness analysis is offered to the Office of Staff Development of the Los Angeles Community College District in the spirit of the collegial pursuit for educational excellence.

Special thanks to:

- Dr. Novotney who was willing to spend so much time with me discussing the district's retraining program.

- Professor Zumeta, UCLA GRADUATE SCHOOL OF MANAGEMENT, for providing the information and expertise that enabled me on to complete this project.

EXECUTIVE SUMMARY

The faculty retraining program recently developed by the Los Angeles Community College District addresses the problem of overstaffed departments and underutilized faculty. Through retraining certain identified faculty members the district will be able to adjust the number and distribution of its faculty to correspond more accurately to the recent shifts in enrollment patterns. Since the Board of Trustees has decided that the best way to address this problem is to use the available faculty and remain within the current financial constraints it is important to consider which approach will provide the most beneficial results for the district.

Thirty faculty in the Physical Education field have been identified and asked to participate in the retraining program under the direction of Dr. Jerry Novotney, Office of Staff Development. At this time twelve full-time faculty are engaged in a retraining program. This group represents the focus of this cost-effectiveness analysis.

THE THREE MAJOR ALTERNATIVES that have been analyzed in depth in this report include the following:

1. STATUS QUO - maintain things the way they are. Allow retirements and resignations to solve the problem. This alternative is costing the district approximately $134,000 per year and as much as $819,800 over a seven year period for services paid but not received. As long as twelve or more underutilized faculty remain under-scheduled at a rate of .2 (one 3-hour class) Full-Time Equivalents at least six faculty members will have to retire to take up the slack. Considering that the average of the district faculty is 55 years old this could take seven to ten years to come about. In the meantime, the faculty are becoming demoralized, the students may not be getting the best quality teaching, and the district is paying money for courses not taught and paying hourly faculty to teach in high demand, understaffed areas.

2. RETRAINING - allows each of the twelve faculty members to team-teach with another faculty member in a discipline where a shortage of faculty exists. The retraining program will cost approximately $195,000 for these faculty for three years, for a total cost of $584,880 at the end of the retraining. This cost includes release time for the trainees, tuition and books and hourly rate pay for the faculty who are currently teaching in understaffed areas who will be replaced by the trainees in the near future. The newly trained teachers will then have a full teaching load. The extra costs will be reaped in possible benefits for the next ten years, or until the faculty members retire or resign. This retraining addresses the immediate problem at

a reasonable cost. It allows the twelve faculty members to attend a local college or university to take the needed 24 units required for them to become certificated to teach seven or more hours in a new area. The added flexibility in scheduling faculty to meet enrollment needs will provide a great deal of benefits to the district for years to come.

3. FIRING - Although this alternative does exist the district has not seriously considered it as a solution to the current overstaffing problem. The agreement between the district and the bargaining agent requires that all faculty to be laid off be given notice by March 15 of the year preceeding the lay-off. If six faculty in the underutilized areas were fired this would cost the district approximately $134,000 in salaries but undetermined, and probably large, amount in political and human costs.

THE BENEFIT WEIGHTS have been determined after consulting with the Office of Staff Development. They are as follows:

STATUS QUO - 1.0 This is customary in cost-effectiveness studies of this type.

RETRAINING - 1.2 This value indicates an assumption that an improvement would be made over the status quo, in terms of staff utilization, flexibility and faculty job satisfaction. This assumption should be tested by the district after the retraining is complete.

FIRING -(A)=.6, (B)=.1 This value is presented in two levels as it is so extreme that it is rather difficult to assess all the "disbenefits" the district would suffer if this option were used to solve the overstaffing problem. Further research is also needed here.

These values have been used to assess the benefits of each alternative for the twelve faculty currently being retrained. The costs and benefits have been estimated for a seven year period.

THE COST-EFFECTIVENESS RATIOS

After calculating the costs and benefits, described in detail the body of this report, the three options mentioned above can be ranked as follows:

OPTION		COSTS		BENEFITS		RATIO
STATUS QUO-		$819,864	/	7.0	=	117,123
RETRAINING-		584,880	/	7.8	=	74,985
FIRING-	(A)	134,000	/	4.6	=	29,217
	(B)	134,000	/	1.6	=	84,000

The costs for the STATUS QUO option have been discounted at a 7% rate to adjust the estimate to present value. Since the RETRAINING costs will be spent from 1984-1987 no adjustment has been made. The FIRING costs would all occur in the present year so no adjustment has been.

RECOMMENDATIONS

The district must consider its short and long range options. It must take into account how long employees are likely to stay with the district. The desired amount of administrative flexibility and quality of education must also be determined in some way. Once this information is known the best combination of approaches can be put into effect. The intuitive wisdom shown by the Board of Trustees when it mandated the RETRAINING program is borne out in the results of this analysis. The STATUS QUO is not a wise alternative. The longer the district continues to do "nothing" about the underutilized faculty problem, the more the faculty, the students, and the district will lose in dollars and educational quality. The FIRING option also seems like a poor choice in political and human terms. The overstaffing problem can be essentially solved in three years with the minimal costs of the current RETRAINING program.

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I. BRIEF HISTORY AND BACKGROUND

The Los Angeles Community College District recently began a retraining program to deal with the problem of overstaffed departments and underutilized faculty. Through retraining certain faculty members the district has been able to begin adjusting the number and distribution of its faculty to correspond more accurately with the recent shift in enrollment patterns. The Board of Trustees has decided that the best way to address the overstaffing problem is to use a limited amount of financial resources and retrain the affected faculty. Firing the underutilized faculty or maintaining the status quo are two other options available to the district which have not been used to date.

This analysis has been completed in order to provide information to the district to assist in the evaluation of the retraining program. The educational needs of the various programs affected, along with the capabilities of the underutilized faculty should also influence any decisions that the district will make in the evaluation of the retraining program.

A. THE SYMPTOMS: Several semesters prior to the installation of this retraining program, some departments began to find they did not have enough classes to assign all full-time faculty members the required number of teaching hours. Enrollment trends and changes in graduation requirements affected the Physical Education department more than any other. Using Weekly Student Contact Hours (WSCH) as a method of

determining faculty needs, a few years ago 151 full-time P. E. teachers were required to meet the district s program requirements. Today only 110-120 P. E. teachers are needed yet the 151 tenured faculty remain on the payroll.

B. THE CAUSE: The department chairs and the , President of Academic Affairs on each campus began to assess the situation and found it to be a result of falling and shifting enrollments. Areas which are currently understaffed include math, science, and English as a second language. The overstaffed field is primarily Physical Education Other overstaffed areas from which faculty could be drawn for retraining in the future include music, history, and other humanities. All certificated, full-time faculty, (FTE's) regardless of discipline, are contracted to the district for a full academic year and represent set costs for the district for that academic year. According to the contract, dismissal letters can only be sent on March 15 of each year. Therefore, approximately thirty faculty members are currently being paid salaries to teach full-time but are teaching eighty percent or less of a full assignment. Although recent retirements have made it unnecessary to date for the district to lay off faculty members, the scaling down of the teaching staff has not occurred in a fashion that is consistent with the shift in enrollment demands.

C. THE SOLUTION: At least three possible alternatives are available to the district:

1. Maintaining the STATUS QUO or doing nothing specific to correct the problem. Eventually retirements or resignations will solve the overstaffing situation.

2. RETRAINING the underutilized faculty, which could involve a range of activities from MENTORING, COMPLETION or RETRAINING as described below (see APPENDIX A).

3. FIRING the number of full-time faculty that are no longer needed. If thirty full-time faculty are currently teaching 80% loads (12 hours each) then firing six full-time faculty (1 FTE = 15 hours) would eliminate the overstaffing problem. This would involve assessing the faculty member's district seniority rank. The political implications of firing for the district and the bargaining agent are quite complex. However, for this analysis it will be assumed that this is a possible alternative.

D. THE ALTERNATIVES EXAMINED IN DETAIL:

1. THE STATUS QUO- maintain things just the way they are. Do not retrain any faculty. Allow retirements and resignations to decrease the number of underutilized faculty. Maybe some faculty will take it upon themselves to find other jobs. Others may retrain themselves, using their own time and money. While the readjustment is occuring, the district will still have to pay for the underutilized faculty members. It has been the district's policy so far to not fire any one during this crisis. If we assume that the thirty faculty members are each teaching 12 hours per week and the district is paying for a 15 hour week, then the district is paying for at least 90 hours of teaching per

week which is not being done. This figure represents an estimate of the underutilized volume of the faculty resource. In some cases faculty members may actually be teaching less than 12 hours per week and still receiving full pay. Generally the local campus has placed these people in some "non-certificated" capacity on the campus to enable them to put in their time. Often the jobs in which they are placed for a few hours a week would be done by someone with much less expertise and for a lower rate of pay. One specific example found the underutilized faculty member working six hours a week as an aide in the learning center. This position would ordinarily receive $5-10 per hour. If we assume the average faculty salary of $ 38,000 per year then at least one-fifth or $7,600 worth of teaching time is being paid for but not being delivered per underutilized person per year. This represents a total of $228,000 in direct costs to the district for the thirty underutilized faculty per year. This is a fairly large chunk of money not being used effectively. The added costs of hiring hourly rate faculty to teach in understaffed disciplines, such as math and English as a second language, should also be included here. Once the retrainees are placed in these understaffed areas, more funds will be saved in reduced hourly rate. Although the exact amount is unknown, this could be estimated as follows: one faculty member paid at an hourly rate of $30 per hour to teach a three unit class for one semester costs $1,800. This cost is considered part of the STATUS QUO and will be spent if no retraining is done, until enough full-time faculty retire to solve the problem. With the average age of the district faculty currently being 55 years old, it may take 7-10 years for this problem to solve itself.

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2. RETRAINING: This program was originally developed by the district as three distinct levels of retraining that could be used solely or in combination. These levels are defined as follows (see APPENDIX A):

> A. MENTORING: A faculty member in a discipline suffering long-term enrollment decline who has a credential, or is close to having a credential, in a subject field in high long-term demand, may be assigned to "student" teach with a faculty member in that high-demand field. The two faculty members will "team teach" with the "mentor faculty member" assisting the retraining faculty member in feeling knowledgeable about and comfortable with the new field. Depending upon circumstances, the retrained faculty member might be assigned one or more classes in the mentored field in the Spring Semester or some future semester. Both faculty members would receive credit for team teaching one class.

The MENTOR option is the least costly retraining option in terms of time spent by the faculty member and additional dollars spent by the district. As described above, it provides for two faculty members to team teach a class with the mentor faculty member assisting the retraining faculty member in feeling knowledgeable about and comfortable with the new field. The newly trained teacher could be assigned at least one class in the new area in the year following the mentor experience. Both faculty members would receive credit for team teaching one class. The actual amount of additional compensation for the mentor teacher is still being negotiated at this time. Those who have served as mentors during the first semester of the retraining program have not been compensated with any additional salary or release time. In the future this service could possibly involve additional hourly rate pay (see APPENDIX B).

> B. COMPLETION: A faculty member needs a few more units or classes to obtain a credential in a high demand subject field. That faculty member, in conjunction with approval by the Office of Staff Development Programs and Services, will enroll in appropriate courses at local four-year institutions. This faculty member will

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be released from his/her teaching assignments to attend these classes, will be paid his/her regular salary while attending, will have tuition, books, and materials paid for by the district, and will be asked to agree to teach in the new subject area when training is completed.

The COMPLETION option includes some MENTORING and some RETRAINING. These costs will vary with the individual's retraining program. The actual costs to the district will be determined by the RETRAINING component of this option as described below and the amount of release time needed for MENTORING, as described above.

C. RETRAINING: A faculty member has devoted himself/herself exclusively to training in a subject field which now has reduced enrollment. This faculty member needs complete retraining in at least 24 units in a new field. With approval for the Office of Staff Development Program Services, this faculty member will enroll full- or part-time in such a program with full or partial salary as appropriate and with full tuition and books and materials paid by the district.

The RETRAINING option is the most costly retraining option in terms of time spent by the faculty member and additional dollars spent by the district. As described above, it provides complete release time for the faculty member to enroll in a program to earn 24 units in a new subject field. This 24 unit amount is designated by the State of California as the minimum number of units required for a credentialed community college teacher to be qualified to teach more than seven hours in a field. Those who hold a General Secondary Credential and have been teaching at the community college level, designated as grades 13 and 14, could legally teach any subject without further training. Those who hold specific subject-matter credentials, the only credential issued by the state since 1970, must follow the 24 unit minor rule stated above. There are a few faculty members in the underutilized group who still

hold the General Secondary Credential. The district could choose to assign them to new fields on a very limited basis and not opt for the RETRAINING alternative. The understaffed departments that will receive these faculty are very much opposed to anyone teaching in their field without specific, in depth, training. Therefore the General Secondary Credential holders should also receive some training to appease these concerns. These faculty members tend to be closer to retirement than those holding the subject-matter credentials. If the faculty member needs one full year to retrain the costs would include full-time salary and benefits for one year and, tuition, books, materials. The retraining may occur at a local community college, four-year college, or university and varies case by case. At the end of this year the retrained faculty member would be eligible to assume full-time duties in the subject-matter. This could alleviate the understaffed areas by as much as five hourly rate classes or 1 FTE per retrained faculty as well as decreasing the number of underutilized faculty by 1 FTE.

The retraining that has occured to date has been a combination of mentoring and partial retraining or completion. The term RETRAINING will be used throughout the rest of this report to describe this combination.

3. FIRING: Although this alternative has not been openly discussed by the district, the option is available to solve the overstaffing problem. The adoption of the retraining program was heavily influenced by the political concerns of the Board of Trustees. The members of the Board receive much financial and political support from the faculty and its

bargaining agent. Many negative feelings were generated in the Spring 1984 semester when the Board attempted to lay-off 500 classified employees. In this case the Board has decided to assist the underutilized faculty and pay the costs to retrain them.

E. THE DIRECTOR OF THE RETRAINING PROGRAM: Dr. Jerry Novotney, Director of the Office of Staff Development Programs and Services for the district is in charge of carrying out this program.

F. THE PARTICIPANTS: The Office of Staff Development, along with the district's planning office and the Vice Presidents of Academic Affairs on the nine individual campuses in the district, have identified underenrolled, overstaffed subject-matter areas. These are areas where there has been a recent, significant drop in enrollment so that all the full-time faculty assigned to the area no longer have a full teaching assignment. Those full-time certificated faculty members who are teaching less than fifteen hours a week because of lack of need are an underutilized resource that the district is paying for at the full-load rate. A full-time faculty member who is certificated and assigned to teach in one of the identified understaffed areas is eligible for retraining. Based on enrollment trends over the past three semesters and predicted continuing enrollment decreases this problem will not resolve itself.

Physical education is the most highly overstaffed area at this time. At least thirty underemployed faculty members are currently assigned to this area. These employees have been asked to volunteer for a

retraining program. There are no consequences for those who refuse to participate. The district believes that effective training will only take place when the trainee is willing to cooperate. These faculty members all have a minimum of five years of service to the district. They include males and females that range in age from 33 to 58 years old. The amount of time remaining before retirement differs with each individual and ranges from 7 to 25 years. This factor may also enter into the amount of money the district is willing to spend on retraining the faculty member.

Although thirty faculty members were eligible to participate in the retraining twelve have actually begun retraining at this time. The volunteers include males and females ranging in age from 40 to 58. Eleven are currently teaching Physical Education, and one is teaching Family and Consumer Studies.

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TABLE 1

SUMMARY OF PARTICIPANTS IN RETRAINING PROGRAM

PERSON	AGE	ANNUAL SALARY	HOURS OF RELEASE TIME SP85	FA85	SP86	FA86	SP87	TOTAL	TUITION, BOOKS, EST. COSTS-5 SEM.
101	48	42,429	10	10	6	3	0	29	$ 500.00
102	46	40,839	9	9	9	0	0	27	350.00
103	42	39,369	3	6	6	6	5	24	500.00
104	45	42,429	4	8	8	6	0	26	2,000.00
105	41	32,630	6	6	3	0	0	18	350.00
106	40	35,580	6	8	6	6	6	32	2,800.00
107	41	32,630	4	6	8	6	4	28	2,000.00
108	42	38,690	5	3	5	5	0	18	1,000.00
109	58	38,690	7	9	6	0	0	22	4,000.00
110	57	42,429	0	3	6	6	6	21	3,000.00
111	58	42,429	3	6	3	6	0	18	1,000.00
112	50	42,429	8	5	5	8	0	26	500.00
TOTALS N=12			65	79	71	52	21	289	17,500.00
MEANS N=12	47	39,214	5.4	6.6	5.9	4.3	1.8	24	1,458.00= 5 sem.
		av. rel. time per person ea. sem. =4.8							292.00=ea sem.

II. ANALYSIS OF THE DATA

The cost-effectiveness ANALYSIS performed here examines the COSTS and BENEFITS involved in each of the district's three alternatives. The loss of teaching hours (release time), the additional hourly rate in understaffed areas, and the reimbursement to the trainees (tuition and books) are the major COSTS to the district. The better utilization of the faculty resource is the major BENEFIT to the district. Benefits for the faculty such as increased job satisfaction may also occur but will not be examined here. The BENEFIT measure is described below. It has been developed in consultation with the Office of Staff Development. The actual costs and benefits have then be compared for a 7 year period, beginning with 1984-85. The current RETRAINING program will continue for 5 semesters, extending from Spring 1985 to Spring 1987. The STATUS QUO alternative, if implemented, would have to continue for 7 to 10 years before enough retirements and resignations have taken place to solve the oversstaffing problem. The FIRING alternative would solve the overstaffing problem in one year. The COST and BENEFIT tables and COST/EFFECTIVENESS RATIOS summarize the results of the analysis. The data represent the best estimates based on information from the Office of Staff Development.

As an outcome of this analysis it is hoped that the district will be able to determine which alternative is the most beneficial. Since twelve underutilized faculty are well on their way to being retrained, the actual amount to be gained by the district will vary with the age, the

extent of the retraining and the length of service rendered to the district by the trainee after completion of the training period.

A. THE ASSUMPTIONS MADE IN THIS ANALYSIS:

1. The retraining and mentor programs represent educationally effective and feasible ways to modify the existing faculty resources in the district. According to the contract provisions, all faculty are evaluated on a regular basis by students, peers, and department chairs . This existing procedure could be used to check the teaching effectiveness of the retrained faculty.

2. There are sufficient understaffed fields to accomodate the retrained faculty in their new areas. The retraining received by the faculty members will correspond to the understaffed needs of the district.

3. The male/female composition of the group does not affect the costs and benefits of the retraining program.

4. The salary ranges and benefits paid to the underutilized faculty average from $32,000 to $42,000 per year. Salary is linked to longevity as well as amount of academic training. These faculty members have all been with the district from 5-20 years. After the retraining, the placement on the salary scale may differ slightly but the amount is insignificant enough that it will be ignored here.

B. THE LIMITATIONS IN THIS STUDY: For confidential reasons the exact identities of the twelve faculty being retrained are unknown. The characteristics of the group currently involved in retraining are

described above in TABLE 1. This information was provided by Dr. Novotney, Director, Office of Staff Development.

C. THE COSTS: DISCOUNTING is used only in the STATUS QUO alternative. The porpose of discounting is to adjust the value of dollars spent in the future to today's real dollar values. Since the STATUS QUO is the only alternative that extends into the future for seven years it is necessary to make this correction in the costs. The discount rate of 7% has been used. This is based on the current inflation and interest rates and possible raises in costs during the seven year period. Other researchers may choose to vary this rate accordingly.

1. STATUS QUO:

The costs for the status quo alternative will continue to accumulate until the underutilized faculty problem is resolved. This may require 7-10 years for sufficient retirements and resignations to take place to adjust the oversupply of faculty. The full-time faculty would continue to be paid full salaries even though they may only be teaching 80% of their assignments. The understaffed areas would continue to need the 30 hourly rate faculty that could be replaced by retrained faculty under the RETRAINING option.

TABLE 2
SUMMARY OF COSTS PER INDIVIDUAL
STATUS QUO OPTION

YEAR	BOOKS/TUITION	UNDERUTILIZED FTE .2 FTE-SAL=38,000	HOURLY RATE STAFF 1 CLASS-$30/HR-40 WKS
1984-85	0	$7,600*	$3,600*
1985-86	0	7,600*	3,600*
1986-87	0	7,103	3,364
1987-88	0	6,638	3,144
1988-89	0	6,204	2,939
1989-90	0	5,798	2,746
1990-91	0	5,419	2,567
TOTALS	0	46,362	21,960

TOTAL COSTS FOR STATUS QUO ALTERNATIVE = $ 68,322/ 1 FTE
819,864/12 FTE

(*funds already budgeted or spent)

2. RETRAINING:

Since all of the costs for the retraining programs will be incurred in five semesters beginning with Spring 1985 no discounting of those costs to present value has been done. It is assumed that the costs will remain relatively constant for this short period of time. The costs include books and tuition at an average of $292 per semester (see TABLE 1), mentoring underutilized faculty at the same salary rates but with an average of 4.2 hours of release time per semester, and the hourlly rate faculty needed to maintain the understaffed areas while the retraining continues. The costs for semesters 1 and 2 have already been spent. These costs could actually be spread out (amortized) over the remaining service period of each faculty member. This could represent anywhere from 7 to 30 years, depending on the age of the faculty member, whether he retires at age 65 or 70, and how long he chooses to stay with the

district. An average of 7 years will be used for this analysis. The actual number of years of service that will be required after the retraining has taken place has not been determined. The formula for required service for a sabbatical leave is two semesters of service for each semester of leave. If that standard is applied here, then the district could count on approximately four semesters or two years of service for the average release time of 24 hours for retraining.

TABLE 3
SUMMARY OF COSTS PER INDIVIDUAL
RETRAINING OPTION

YEAR	BOOKS/TUITION MEAN-N=12	UNDERUTILIZED FTE .32 FTE-SAL=38,000	HOURLY RATE STAFF 1 CLASS-30/HR-40 WKS
1984-85	$292	$12,160	$3,600
1985-86	584	12,160	3,600
1986-87	584	12,160	3,600
1987-88	0	0	0
1988-89	0	0	0
1989-90	0	0	0
1990-91	0	0	0
TOTALS	$1,460	36,480	10,800

TOTAL COSTS FOR RETRAINING OPTION = $ 48,740 / 1 FTE
584,880 /12 FTE

3. FIRING:

The financial costs for implementing the FIRING option are incurred because of the "March 15" provision of the bargaining agreement between the district and the faculty. Since the district must notify faculty by March 15 of the previous year before any layoffs can occur, the underutilized faculty would be paid for the year when the problem was discovered. Since the understaffed departments would be understaffed

during this first year those costs are also included here. Although firing the underutilized faculty does not solve the understaffing problem, the additional funds made available by no longer paying those faculty can now be used to pay the needed hourly rate faculty. Since one FTE teaches 5 classes, laying off 6 FTE's would free 30 classes that could continue to be taught on an hourly basis in the understaffed areas.

TABLE 4
SUMMARY OF COSTS PER INDIVIDUAL
FIRING OPTION

YEAR	BOOKS/TUITION MEAN N=12	UNDERUTILIZED FTE .2 FTE-SAL-38,000	HOURLY RATE STAFF 1 CLASS-30/HRS-40 WKS
1984-85	0	$7,600	$3,600
1985-86	0	0	0
1986-87	0	0	0
1987-88	0	0	0
1988-89	0	0	0
1989-90	0	0	0
1990-91	0	0	0
TOTALS	0	$7,600	$3,600

TOTAL COSTS FOR FIRING OPTION= $ 11,200 / 1 FTE
134,400 /12 FTE*

*note: although the costs for the year before the March 15 notices would go into effect would be for all 12 FTE only 6 FTE (5 classes per 1 FTE) would actually have to be fired to adjust for overstaffed and understaffed (hourly rate classes) areas.

TABLE 5
SUMMARY OF COSTS-ALL ALTERNATIVES
FOR 12 FTE

YEAR	STATUS QUO	RETRAINING	FIRING
1984-85	$134,400	$192,624	$134,400
1985-86	134,400	196,128	0
1986-87	125,604	196,128	0
1987-88	117,384	0	0
1988-89	109,716	0	0
1989-90	102,528	0	0
1990-91	95,832	0	0
TOTALS	$819,864	$584,880	$134,400

D. THE BENEFITS: The benefits that will be used to measure the effectiveness side of this analysis are based on the district's desire to fully utilize its faculty resource. Since the current policy decision has been made to not fire the underutilized faculty, one of the other alternatives described, STATUS QUO or RETRAINING, must be chosen. The maximization of costs to benefits may ultimately lie in using different alternatives for each faculty member based on age and educational potential.

The following values are based on consultation with the Office of Staff Develoment:

STATUS QUO = 1.0 Maintaining the STATUS QUO will be set at a value of 1.0. This is the way the situation would be if no retraining was done. It is traditional in cost/effectiveness analysis to set the status quo at 1.0.

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RETRAINING = 1.2 Since the district has already determined that its ultimate goal is to fully utililze the faculty resource this is a more desirable alternative and should receive a "benefit value" of 1.2 which indicates it is a 20% improvement over the status quo situation. The improvement is seen in terms of more flexibility in staffing, more effective use of FTE's with less need for hourly rate faculty. This could vary and should be tested by the district once the retraining is complete.

FIRING = (A).6 The FIRING option is so extreme that it has not been
(B).1 seriously considered to date. Although at least one board member has eluded to the possibility of using "March 15" letters to solve the overstaffing problem, it has not happened yet. With the political and human sacrifice so great, a high value of .6 and a low value of .1 have both been used. The actual "disbenefits" of this alternative are unknown at this time. If the district ever decides to seriously consider using this alternative a thorough evaluation would be essential.

Although individual faculty members may value job satisfaction and a sense of worth in their work differently than the district, it will be assumed that the above benefit measures account for these concerns. The longer the faculty member is dissatisfied, the more likley his

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performance will continue to diminish. How long can the district afford to retain an employee who is being paid for 100% performance but who is giving a fraction of the expected performance.

TABLE 6
SUMMARY OF BENEFITS PER INDIVIDUAL
ALL OPTIONS

YEAR	STATUS QUO	RETRAINING	FIRING (A)	FIRING (B)	
1984-85	1.0	1.0	1.0	1.0	(no layoffs)
1985-86	1.0	1.0	0.6	0.1	
1986-87	1.0	1.0	0.6	0.1	
1987-88	1.0	1.2	0.6	0.1	(retrain complt.)
1988-89	1.0	1.2	0.6	0.1	
1989-90	1.0	1.2	0.6	0.1	
1990-91	1.0	1.2	0.6	0.1	
TOTAL BENEFITS	7.0	7.8	4.6	1.6	

E. OUTCOMES OF THE ANALYSIS: Using the cost-effective analysis methodology, the costs (in dollars) and the benefits (in values) are now formed into ratios. This technique presents a clear picture of the relationship of the costs and benefits of each alternative.

TABLE 7
COST/EFFECTIVENESS RATIOS
FOR THE THREE ALTERNATIVES

OPTION		COSTS	BENEFITS	RATIO
STATUS QUO		$819,864	7.0	117,123
RETRAINING		584,880	7.8	74,985
FIRING	(A)	134,400	4.6	29,217
	(B)	134,400	1.6	84,000

F. CONCLUSIONS: Assuming all reasonable costs are included and the benefit weights are valid, it appears that RETRAINING represents a more cost-effective alternative for the district over maintaining the STATUS QUO. Although the FIRING option appears cheaper in terms of dollars at value (A) the real value may be closer to (B). The implications for the individuals involved would probably make this a much more expensive choice than either of the other two options.

G. ADDITIONAL CONCERNS: Some additional concerns that have come about because of the retraining program include the following:

1. The district and the bargaining agent need to continue to iron out any differences on compensation for the parties involved.

2. The Office of Staff Development needs to continue to assess underutilized staff with respect to age, talents, potential, and the colleges' understaffed areas.

3. Routine review of the district's enrollment situation, vis-a-vis the understaffed and overstaffed areas should be done continually to determine whether the retraining goals are being met. As faculty retire, move, or complete retraining, the actual number of people who will need to be retrained will change.

4. Reexamination of district's hiring criteria would be wise in light of this current situation. If enrollment trends continue to fluctuate, then faculty who are qualified to teach in more than one discipline may be better choices for the district. This poses procedural problems, though. The hiring department is usually the only one involved in selecting its faculty, along with the administrative

representative. The politics of having other departments involved who may also have something at stake may make it difficult to make much change in this area.

5. The district should examine whether or not the students are being hindered by the retraining program. All the faculty are experienced teachers but will the quality of their teaching be comparable to what the students would have received from another teacher?

6. The district should also be concerned about the overall quality level of the teaching from the underutilized faculty. Most individuals feel better about themselves and their work when they are being useful. Will those who do not have full assignments because of lack of enrollments in their classes be more discouraged with their work? As they retrain and become enthused about a new subject which they have agreed to learn, will their job satisfaction increase? As their job satisfaction increases, will the quality of their teaching also increase?

REFERENCES

1. Thompson, Mark S., Benefit-Cost Analysis for Program Evaluation, copyright 1980, Sage Publications, Inc.- specifically chapter 9 on Cost-Effective Analysis.

2. Zumeta, William, class notes - Management 246A, Policy Analysis in the Publlic/Not-for-Profit Sectors, Fall 1984, UCLA Graduate School of Management.

3. Novotney, Jerry, Director, Office of Staff Development for the Los Angeles Community College District, interview on Nov. 13, 1984.

4. AGREEMENT Betweeen the Los Angeles Community College District and the American Federation of Teachers College Guild Local 1521, CFT/AFT, AFL/CIO, October 12, 1983 through October 12, 1986.

5. Additional information and insights into this problem were gained in informal conversations at the lunchroom table with Ed Young, Vice President of Academic Affairs at Los Angeles Valley College, and various department chairs whose departments have been affected by the retraining program.

APPENDIX A

P.S. The Newsletter of the Personnel Services Division

Volume 2 Number 2
October 1984

New Employee Orientation

The Los Angeles Community College District held the first new employee orientation in district history on two separate occations last week. Valley College hosted new employees assigned to the three Valley Colleges on Wednesday, September 19th, while Trade-Tech hosted the other six colleges and the district office the following afternoon, September 20th.

Orientation began with a welcome from the president of the host college. Other college presidents in attendance at the two meetings added their greetings later. Welcomes were followed by a 15-minute slide tape presentation featuring information on all colleges and the District. Herb Spillman, Employee Relations Specialist in the Personnel Services Division, took the lion's share of the time to explain employment selection, the fringe benefit packages available to new employees, salary and how to read your salary warrant, collective bargaining and collective bargaining agreements, and retirement rights and benefits. Questions were answered during and after the presentation. A reception, catered by the Valley College Cafeteria and Trade-Tech Culinary Arts students, followed each orientation. Each employee left with a massive personalized "kit" which contained additional information.

The vast majority of new classified and certificated employees attended the session and found it extremely helpful.

In the past each campus held its own campus employee orientation. With cutbacks in hiring such campus-based orientations were no longer feasible. At the same time, the Personnel Services Division recognized that many questions of new employees related to district office responsibilities. These included such things as rating-in, salary schedule placement, insurance benefits, retirement, and salary payment. Hence the District New Employee Orientation.

"We believe that this first experiment was a successful one. We learned a great deal about what we did right, what we did wrong, what we failed to do and what we need to do," noted Vice Chancellor Mulrooney. "We hope to plan improved new employee orientations on a semi-annual or quarterly basis as the need appears," Mulrooney concluded.

Faculty Retraining

During the past half year, the Personnel Services Division has developed a complete list of the current discipline/department assignments of all fulltime faculty members in the district. In the course of the development of that list, the Division discovered certain current faculty staffing imbalances. For example, the District currently has 32 fulltime Computer Science faculty, 72 Biological Science teachers, 95 mathematics instructors (10 new positions added this year), 126 English instructors, and 151 Physical Education instructors. Much of this imbalance is the result of recent past history. Student demands in some areas ebbed; student enrollment in other areas flowed; state laws changed; graduation requirements were adjusted; faculty members retired "unevenly" from colleges and within disciplines. All these developments and others resulted in imbalances.

The Office of Staff Development Programs and Services of the PSD (Personnel Services Division) is attempting to adjust these imbalances and attempting to do so in a period of general reduced student enrollment and specific student enrollment reduction in certain disciplines. The Office has already identified a dozen faculty members with less than a "full load" during the Fall Semester who are in disciplines which are experiencing long-term past or projected enrollment declines. These faculty members have been enrolled in a District Faculty Retraining Program which offers three different, but often complementary, retraining options:

1. *Mentoring.* A faculty member in a discipline suffering long-term enrollment decline who has a credential, or is close to having a credential, in a subject field in high long-term demand, may be assigned to "student" teach with a faculty member in that high-demand field. The two faculty members will "team teach" with the "mentor faculty member" assisting the retraining faculty member in feeling knowledgeable about and comfortable with the new field. Depending upon circumstances, the retrained faculty member might be assigned one or more classes in the mentored field in the Spring Semsester or some future semester. Both faculty members would receive credit for team teaching the one class.
2. *Completion.* A faculty member needs a few more units or classes to obtain a credential in a high-demand subject field. That faculty member, in conjunction with approval by the Office for Staff Development Programs and Services, will enroll in appropriate courses at local four-year institutions. This faculty member will be released from his/her teaching assignments to attend these classes, will be paid his/her regular salary while attending, will have tuition, books, and materials paid for by the district, and will be asked to agree to teach in the new subject area when training is completed.
3. *Retraining.* A faculty member has devoted himself/herself exclusively to training in a subject field which now has reduced enrollment. This faculty member needs complete retraining in at least 24 units in a new field. With the approval of the Office of Staff Development Programs and Services, this faculty member will enroll full- or part-time in such a program with full or partial salary as appropriate and with full tuition and books and materials paid by the district.

Under its collective bargaining agreement, the district must pay full tuition and book costs for retraining faculty. However, the District is taking the extra step of providing full salary to "underloaded" faculty members who are retrained for new positions. "We do this in order to both

assist our faculty and to assist the district," Vice Chancellor Mulrooney indicated.

Coordinating the program is Jerry Novotney, Director of the Office of Staff Development Programs and Services. If you wish more information about the program, please call Dr. Novotney at District Office Extension 2504.

Winter Session

As a result of recent consultation meetings between Personnel Services and the AFT, we have been able to reach agreement on a number of matters of concern. These include such things as proposed changes in the final "flex day" of 1984-85 (which we wish to move from the day *following* the close of final exams to the day *preceding* the start of final exams), a cancellation date for the "short term" Fall Semester classes (set at September 24th), a revision in the "Notice of Unsatisfactory Service" form, and the selection of an open enrollment date for hospital-medical benefits (moved from the first two weeks in January to the first two weeks in December to comply with the new academic calendar).

Sometimes agreement is not possible. When the item under discussion is not covered by the collective bargaining agreement, the District administration may, after consultation, move to implement changes. When the item is covered by the agreement and the proposed item would adjust that agreement, no change can be made without mutual agreement of both parties. The most recent such item involved the District's proposal to establish a "Winter Session," which would have taken place during the Fall Recess, permitting students to enroll in additional classes without payment of additional tuition and enabling those students to make more rapid progress while adding to 1984-85 WSCH. The Winter Session would have permitted the District to experiment with "intersession"-type courses taught in many of California's community colleges. "It seems ideal for such programs as Conversational Language, ESL, and many P.E. programs. The new Health-P.E. 3-unit class seems a natural to me," noted Vice Chancellor Mulrooney who also commented that the compressed time-frame of an intersession would not fit other courses.

Faculty members who volunteered to teach the "winter session" could have had their spring loads reduced or could have received additional hourly rate pay (approximately $1400 for a three-unit course). Of course, hourly rate salary would be in addition to regular monthly rate salary earned as vacation pay during this vacation period. The district's proposal required a contract amendment because it involved, among other things, balancing faculty load over a new period, hourly rate seniority rights for the period, assignments in excess of the current agreement on "extra pay", payment of hourly rate salary to employees on vacation, and new class cancellation dates.

The AFT refused to accept the district's proposed contract amendment or to present any counter-proposal. As a result, the Winter Session and the additional classes, salaries, student opportunities, and the added WSCH which would have resulted appear dead.

Fringe Benefit Contracts Renewed

At the Board meeting of September 19, 1984, the Board of Trustees agreed to renew all current fringe benefit contracts for an additional year.

"We continue to attempt to reduce fringe benefit costs without reducing benefits received," noted Vice Chancellor Mulrooney. As a result of this desire, the district has entered into negotiations with a new life insurance carrier. That carrier will agree to continue the *same* life insurance benefits—currently $30,000 per employee—at a reduced premium. "This should result in a District savings of approximately $216,000 which can be used to support other programs of the District."

STRS Preretirement Workshop

The first preretirement workshop of the 1984-85 school year for certificated employees will be conducted on October 26, 1984 at Los Angeles City College (Holmes Hall, Room 6) from 3:30 p.m. to 5:30 p.m. This is one of three workshops at which certificated employees who are contemplating retirement can get first-hand information from a representative of the State Teachers' Retirement System (STRS). Other workshops have been scheduled for Los Angeles Southwest College (Campus Center) on January 25, 1985 from 3:30 to 5:30 p.m. and for Los Angeles Valley College (Behavorial Science Room 100) on May 17, 1985 from 3:30 to 5:30 p.m.

Jobs, Jobs, Jobs

P.S. will re-publish information on jobs available in the district and outside the district as time and space permit.

District—Certificated

Dean of Student and Administrative Services—Pierce. Deadline for filing, October 26, 1984.

Assistant Dean of Administration—City. Deadline, October 26, 1984.

Vice President of Academic Affairs—East. Deadline for filing November 9, 1984.

Assistant Dean of Occupational Education—Southwest. Deadline for filing November 2, 1984.

Vice Chancellor, Personnel Services—District Office. Deadline for filing November 2, 1984.

For more information, see your campus bulletin board or call 628-7788, extension 2212.

District—Classified

Media Distribution Clerk
Payroll Clerk
Telephone Operator
Office Services Supervisor
Pastry Cook
Auditor
Research Analyst

Deadline for filing for all positions, October 12, 1984
For more information see your campus bulletin board or call 628-2122

Outside the District

President, University of LaVerne, Pomona.

President, Mission College (The other Mission College in Saratoga, CA)
For more information, call 628-7788, Extension 2251

Thought for Today

1. If you keep anything long enough, you can throw it away.
2. If you throw it away, you will need it the next day.

AFT College Guild

APPENDIX B

Local 1521, American Federation of Teachers, AFL-CIO / 617 West 7th Street / Suite 701 / Los Angeles, CA 90017 / (213) 629-1631

October 3, 1984

To: Executive Board

From: Retraining and Reassignment Committee

Subject: Status Report

The committee has met twice to discuss and formulate recommendations for Executive Board approval and discussions with the District. To aid in assessing the actual current status on the campuses of retraining and reassignment, a letter was sent to all chapter chairs requesting specific information be gathered and returned to the committee. To date responses have been received from two campuses.

The committee was concerned about the manner in which potential retrainees were identified and how they were advised. To address this problem, it recommends the following procedure:

1. Retrainees shall have 24 units in the new subject area before being reassigned to teach that subject, although they may begin to take some basic courses before completion of the 24 units.
2. A District Committee shall be established to review academic backgrounds and to advise individuals seeking retraining.
3. Districtwide Discipline Committees shall further review the records of those candidates for retraining in the discipline and make specific recommendations relating to what further study is recommended to complete the 24 minimal units or to satisfy recency of study and to the scope of courses the candidate would be prepared to teach. The candidates shall participate in such evaluations and recommendations.
4. The individual, after undergoing review and advisement in one or more disciplines, would make a decision to, or not to, retrain and in which discipline(s).
5. The Office of Professional Development would assist the candidate in all ways possible in obtaining and completing the recommended coursework and obtaining the appropriate credentials.
6. A candidate who has completed the necessary coursework is to be assigned a mentor teacher in ~~each of the~~ at least one consecutive semesters for the purpose of supervised directed teaching in the new subject.

7. A department must agree by majority vote to participate in the mentor program.

8. Only regular faculty in such departments may serve as mentors.

9. Mentors must be volunteers.

10. The department, college, discipline committee and Office of Professional Development shall assist in making resources available to mentors.

11. Mentors shall be given .2FTE reassigned time each semester for each class in which they work with a trainee.

12. Each trainee shall be given reassigned time each semester in an amount equivalent to the class in which they are training.

13. The responsibilities of the mentor include:

    a) Confer regularly with the trainee as to course content and development and class progress

    b) Review class lessons with the trainee

    c) Prepare a reading list/bibliography for use by the trainee

    d) Review lesson plans prepared by the trainee

    e) Critique lessons given by the trainee

14. The responsibilities of the trainee include:

    a) Reading appropriate background material

    b) Observing the mentor/class interaction

    c) Assisting with paper reading/grading

    d) Plans lessons to be given under supervision

    e) Interact with mentor in critiquing session in order to improve skills and method appropriate to teaching the subject.

15. The candidate is eligible to be reassigned partially or fully to teach in the new discipline.

Other concerns of the committee should be conveyed.

1) Accomplishment of a reduction of the Physical Education Activity load from 20 hours to 15 hours would greatly decrease the need to retrain/reassign so many P.E. instructors.

2) The current Agreement does not adequately address the evaluation of those instructors assigned to teach in more than one department. The mentoring procedure above was developed, in part, to address that shortcoming. Other contract adjustments may need to be considered.

3) Attention must be given to sex equity in this process. To date, significantly more women than men have been urged to retrain. ? really ?

4) The faculty need to be educated as to the value of retraining in this year and future years as an alternative to layoffs as the means to addressing a shifting curriculum. They need to understand the value of "mentoring" a colleague to insure high educational quality in the transitional phases.

5) District and college resources should make clear to faculty the projected areas for staffing adjustments in order that adequate lead time is available to potential retrainees.

6) A method needs to be established to select a mentor when more than one person volunteers.

not applicable

We urge your review and consideration of these matters prior to the Executive Board meeting of Tuesday, October 9, 1984. Based on discussions and actions at that meeting, the committee will next meet on Monday, October 15, 1984, at 2 p.m. at the Guild offices to modify this report and to prepare for consultation with the District on this matter.

Attached is a letter by Vice Chancellor Mulrooney to Academic Vice Presidents addressing the current state of affairs in retraining/reassignment.

encl.
opeiu:30afl-cio/rm

PERSONNEL SERVICES
Virginia F. Mulrooney, Ph.D.
Vice Chancellor

LOS ANGELES COMMUNITY COLLEGES
617 West Seventh Street
Los Angeles, California 90017
(213) 628-7788 TWX 910-321-4267

July 5, 1985

Ms. Sue Carleo
508 W. Hillsdale Street
Inglewood, CA 90302

Dear Sue:

On behalf of the Personnel Services Division and the Los Angeles Community College District, I can't tell you how grateful I am for the time and effort which you devoted to the analysis of the district faculty retraining program. Your work is impressive as well as useful, and I am taking the liberty of forwarding a copy to the Chancellor for further conversation.

I hope you will make yourself available in continuing service to the District in the future. I am sure such availability would serve District's interests and your interests.

Thank you again.

Sincerely,

Virginia

Virginia F. Mulrooney, Vice Chancellor
Personnel Services

VFM:0;eo

ERIC Clearinghouse for Junior Colleges
SEP 20 1985